

A COMPARISON OF THE PERCEPTIONS OF SUPERINTENDENTS  
AND ELEMENTARY PRINCIPALS CONCERNING COLLECTIVE  
BARGAINING IN IOWA

---

A Field Report  
Presented to  
The School of Graduate Studies  
Drake University

---

In Partial Fulfillment  
of the Requirements for the Degree  
Specialist in Education

---

by  
Stephen Norman Miller

---

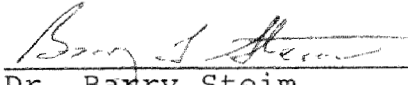
A COMPARISON OF THE PERCEPTIONS OF SUPERINTENDENTS  
AND ELEMENTARY PRINCIPALS CONCERNING COLLECTIVE  
BARGAINING IN IOWA


by

Stephen N. Miller

Approved by Committee:

  
Dr. James Halvorsen, Chair

  
Dr. Barry Steim

  
Dr. W. Russell Abell  
Dean of the School of Graduate Studies

A COMPARISON OF THE PERCEPTIONS OF SUPERINTENDENTS  
AND ELEMENTARY PRINCIPALS CONCERNING COLLECTIVE  
BARGAINING IN IOWA

An abstract of a Field Report by  
Stephen Norman Miller  
August 1985  
Drake University  
Advisor: Dr. James Halvorsen

The problem. The purpose of this study was to determine the perceptions of Iowa superintendents and elementary principals concerning the effect of ten years of collective bargaining on the educational process and human interaction within the educational setting.

Procedure. A questionnaire for collecting demographic information and attitudinal responses was collected from responding administrators throughout Iowa. The information was analyzed for a significant difference of perceptions of the two groups of administrators with respect to the impact of collective bargaining on the educational process. The statistical t-test was used to test each of the five hypotheses.

Findings. An analysis of the data gathered indicated that participation in the collective bargaining process affects, directly or indirectly, the entire administrative team. The results indicated that there was no significant difference in the perceptions of superintendents and elementary principals regarding the effects of collective bargaining on the educational process and human interaction.

Conclusions. Human interaction is an area of concern that is being addressed to improve communication skills among professionals in education. Collective bargaining is viewed as a tool by which administrators are involved in shared decision making. Negotiation is an expression of one strategy to achieve professional goals.

Recommendations. Further research is strongly recommended. More research is warranted to find out as much as possible about the perceptions of administrators concerning the implementation of the negotiated agreement.

## Table of Contents

	Page
List of Tables . . . . .	v
Chapter	
1. Survey of the Literature . . . . .	1
Introduction . . . . .	1
Purpose of the Study . . . . .	3
Review of the Literature . . . . .	4
Summary . . . . .	19
2. The Problem . . . . .	22
Statement of the Problem . . . . .	22
Hypotheses . . . . .	23
3. Delimitations and Definition of Terms . . . . .	25
Delimitations . . . . .	25
Definition of Terms . . . . .	26
4. Methodology and Procedures . . . . .	29
Development of the Instrument . . . . .	29
Testing the Instrument . . . . .	30
Selection of the Population . . . . .	30
Collection of the Data . . . . .	31
Statistical Analysis . . . . .	31
Selecting the Categories and Items . . . . .	32
5. The Results . . . . .	33
Data Analysis . . . . .	33

Chapter	Page
Hypotheses . . . . .	35
Summary . . . . .	41
Conclusions . . . . .	44
Implications . . . . .	45
Recommendations . . . . .	47
Bibliography . . . . .	48
Appendices	
A. Contact Letter to Superintendents . . . . .	52
B. The Instrument . . . . .	54
C. Follow-up Letter . . . . .	59

## List of Tables

Table	Page
1. A Comparison of the Sample Schools and the Current Distribution of School Size and Percentages of the 363 Public School Districts in Iowa that Negotiate Collectively . . . . .	34
2. A Comparison of the Ages and Experience of Superintendents and Elementary Principals in this Study and the Number of Schools Using Mediation, Factfinding, Arbitration, and the Services of a Professional Negotiator During the Last Two Years . . . .	35
3. A t-Test Comparison Concerning Perceptions of Superintendents and Elementary Principals Towards the Rights and Responsibilities of the Union and Management . . . . .	36
4. A t-Test Comparison of Superintendents and Elementary Principals Concerns Dealing with the Effect the Grievance Procedure has had on the Interaction Between Management and Union Members . . . . .	37
5. A t-Test Comparison of the Attitudes of Superintendents and Elementary Principals Toward the Impact of the Master Contract on the Improvement of the Instructional Program and Curriculum Development Under the Collective Bargaining Law . . . . .	38
6. A t-Test Comparison Concerning Perceptions of Superintendents and Elementary Principals Toward the Impact of Management Style Exercised by Management Under the Collective Bargaining Law . . . . .	39
7. A t-Test Comparison Concerning Perceptions of Superintendents and Elementary Principals Towards the Effect of Negotiations on the Daily Human Interaction of Management and the Teaching Staff . . . . .	40

## Table

## Page

8.	A Comparison of the Mean Scores and the t-Test Comparison of the Five Hypotheses Tested in this Survey . . . . .	41
----	--	----

## CHAPTER ONE

### Survey of the Literature

#### Introduction

Negotiating is a means of "getting things accomplished" when parties need to deal with each other during the bargaining process. The far-reaching effects that these "accomplishments" have on education and social interactions within the educational realm are starting to emerge in various educational settings. The choice of negotiation as a means is neither fortuitous nor divorced from social conditions under which it is made.<sup>1</sup>

Negotiation and collective bargaining are fairly new concepts in education that carry over from the bargaining table to the classroom and the interaction between staff and administration. The ramifications of the negotiated agreements are starting to surface as alternative processes are being investigated. The concept of negotiated order theory relates this process to all aspects of organizational life, especially at the bargaining table where teacher representatives meet with school board representatives.

---

<sup>1</sup>Anselm L. Strauss, Negotiations (San Francisco, CA: Jossey-Bass, 1973), p. 5.



In the case of negotiated order theory, the individuals within an organization play an active, self-conscious role in the shaping of the social order. Their day-to-day interactions, arguments, temporary refusals, and changing definition of the situations at hand are of paramount importance. Conflict and change are just as much a part of organizational life as consensus and stability. Events which take place outside the organization may also have a profound impact on both informal and formal structure.<sup>1</sup>

The negotiation process is viewed, by many, as a challenge-and-response encounter in which the moves are the inputs and negotiating is a learning process. Parties use their bids to respond to the previous offer or counteroffer and to influence the next. The offers themselves become an exercise in power.<sup>2</sup>

According to Rubin, the bargaining relationship involves the following structural and social psychological characteristics:

1. At least two parties are involved.
2. The parties have a conflict of interest with respect to one or more different issues.
3. Regardless of the existence of prior experience or acquaintance with one another, the parties are at least temporarily joined together in a special kind of relationship.
4. Activity in the relationship concerns:  
(a) the division or exchange of one or more specific resources and/or (b) the resolution

---

<sup>1</sup>Richard Day, "A Review of the Current State of Negotiated Order Theory," Sociological Quarterly, 4, No. 18 (1977), 127.

of one or more intangible issues among those whom they represent.

5. The activity usually involves the presentation of demands or proposals by one party, evaluation of these by the other, followed by concessions and counterproposals. The activity is thus sequential rather than simultaneous.<sup>1</sup>

The structural components of bargaining are the social, physical, and issue characteristics of the bargaining situation. These characteristics are either present at the beginning of the process or may be introduced as the exchange unfolds. Variables related to each of these components are likely to have considerable impact on bargaining behavior.<sup>2</sup>

#### Purpose of the Study

The purpose of this project is to determine the perceptions of ten years of collective bargaining on the educational process and human interaction within the educational setting. The target population for this project focuses on superintendents and elementary principals in 120 negotiating public school districts.

The results of this project could provide some interesting perceptions into attitudes and effects of

---

<sup>1</sup>Jeffery Z. Rubin, The Social Psychology of Bargaining and Negotiation (New York: Academic, 1975), p. 41.

<sup>2</sup>Ibid.

collective bargaining on education. Hopefully, the results will also allow identification of some common attitudes concerning the effect of collective bargaining in the educational setting among both groups. This may help provide some foundations of strength (common ground) on which better management teams can be built.

### Review of the Literature

#### Introduction

American citizens, since the nation began, expressed varying opinions concerning labor/management relations. As early as 1806 the U.S. courts were dealing with disputes arising from employer action. In the Philadelphia Cord-Wainers case the Pennsylvania Supreme Court held that concerted employer action in pursuit of redress of labor grievances constituted criminal behavior punishable by fine or imprisonment or both.

The decision was successfully challenged and overturned in the courts within a few years, since the ruling was clearly in violation of constitutional guarantees of free speech and assembly. This began the fight for labor versus management superiority that has continued to the present day.<sup>1</sup>

---

<sup>1</sup>Patrick W. Carlton and Richard T. Johnson, "Teacher-Board Relations in Virginia: A Case of Perceptual Discon-

Almost fifty years ago, Congress and several states recognized collective bargaining as a method for the orderly determination of working conditions in the private arena. School administrators have to appreciate the context within which teachers develop militant organizations to promote collective bargaining. The teachers' position eleven years ago was reminiscent of labor in the period prior to the passage of the Wagner Act. In private industry before 1935, workers had to strike for recognition, but after 1935 the National Labor Relations Board developed methods in which petitions, elections, determination of the appropriate bargaining unit, and finally recognition became a substitute for the strike.

Gradually after 1935, private employees moved ahead of public employees in wages and benefits. By 1965, conditions for public employees were substantially worse than that of their private counterparts.<sup>1</sup>

At the federal level, President Nixon issued Executive Order (EO) 11491 in 1969, thereby revoking President Kennedy's EO 10988 which authorized union representation for most federal employees. The new order extended the procedures for impasse resolution and a provision for a greater

---

<sup>1</sup>Anthony M. Cresswell and Daniel Simpson, "Collective Bargaining and Conflict: Impacts on School Governance," *Educational Administration Quarterly*, 3, No. 13 (1977), 57.

degree of finality in employee relations in the Federal Government.

Teachers did not enter negotiations until the American Federation of Teachers (AFT) staged a series of teacher strikes in 1961-62 that culminated in the signing of a collective bargaining contract for New York City educators. This started the National Education Association (NEA) in the same direction and by 1979, forty states had passed some form of legislation related to negotiations.

#### Structure of the Negotiation Process

The Iowa Public Employment Relations Act is very specific in establishing the structure and provisions of the collective bargaining process for Iowa's public employees. Provisions include the structure for the administration of the Act, public employer rights, public employee rights, unit representation, the scope of negotiations, procedural matters, impasse procedures, and the no-strike clause.

The Iowa Public Employment Relations Act is definite and restrictive in outlining the scope of negotiable subjects. Section 20.9 states that public employers and employees shall negotiate in good faith with respect to wages, hours, vacations, insurance, holidays, leaves of absence, shift differentials, overtime compensation, supplemental pay, seniority, transfer procedures, job classifications, health and safety matters, evaluation procedures,

procedures for staff reduction, in-service training and other matters mutually agreed upon. Employers must also negotiate an employee grievance procedure and a method of payroll deduction for association dues.

The most intriguing discussions in the bargaining process occur in relation to "and other matters mutually agreed upon." Such non-mandatory subjects of bargaining under the law, such as class size, curriculum, supplemental duties, parent-teacher conferences, teaching materials, staff meetings, disruptive students, organizational structure of the school, determination of educational specifications for new buildings, the use of teacher aids, and many other subjects are introduced at the bargaining table. Time will tell what non-mandatory "other matters mutually agreed upon" will actually become a part of the teacher collective bargaining process and to what extent their inclusion in the collective bargaining process will affect public education in Iowa.

The Iowa Public Employment Relations Act provides a definite outline of "procedures" to be followed during the bargaining process and stipulates that a negotiated agreement must be reached between the employer and employee organization no later than 120 days (November 15th) prior to the certified budget submission date of the public employer.

The Act provides a definite set of impasse procedures to be followed if an agreement is not reached by the specified deadline. These impasse procedures begin at the "mediation" level and may continue through "factfinding" to "arbitration."

Mediation is the process that an impartial third party works to reconcile an impasse between the public employer and the employee organization through interpretation, suggestion, and advice. The mediation process is free to both parties. If no acceptable decision is attainable within ten days, the P.E.R. Board appoints a factfinder at an hourly wage. Factfinding is the procedure by which a qualified person shall make written findings of fact and recommendations for resolution of impasse. The factfinder has a fifteen-day time limit to supply his/her brief to the impassed parties. The parties have five days to accept or reject the factfinder's report. A list of possible arbitrators can be secured if either party rejects the factfinder's report. Each party can eliminate one name from the list until a panel or a single arbitrator is selected. Arbitration is the process whereby the parties involved in an impasse submit their differences to a third party for a final and binding decision. Arbitration is also an additional expense distributed equally to both of the parties involved.

The Iowa Public Employment Relations Act is binding in

that the arbitrator's decisions are final and must be adhered to by the public employer and the public employee organization. The Iowa Public Employment Relations Act expressly prohibits strikes by public employees. Section 20.12 of the Act makes instigation, encouragement, ratification or participation in a strike by public employees or an employee organization unlawful. To date, the combination of binding arbitration and the no-strike clause has been relatively successful in deterring teacher strikes in Iowa.

#### Impact on Iowa Schools

The Iowa Public Employment Relations Act, Senate File 531, went into effect on July 1, 1974, with bargaining starting July 1, 1975. Public school employees who negotiated after July 1, 1975, worked within the guidelines of the master contract. The Public Employment Relations Act was met with enthusiasm by employees in 1974, while employers greeted the new law with a certain degree of skepticism.<sup>1</sup>

In 1977, Harlan Else<sup>2</sup> surveyed some 405 teachers, forty-one superintendents and thirty-four board members in Iowa with the major purpose of the investigation being to

---

<sup>1</sup>William C. Jacobson, "Perceptions of the Impact of Collective Bargaining Legislation on the Larger Public Schools in the State of Iowa," Diss., Univ. of Iowa, 1978, p. 12.

<sup>2</sup>Harlan E. Else, "Iowa Teachers, Superintendents, and Board Members Expected Outcomes of the Iowa Public Employment Relations Act," Diss., Iowa State Univ., 1977, p. 22.



determine if there were significant differences in the expected instructional and noninstructional long-range outcomes of the Iowa Public Employment Relations Act. A questionnaire was used with respondents being grouped for statistical comparison according to school district enrollment and position. Else reported that both superintendents and board members believe that collective bargaining by teachers will be generally detrimental to education as it presently exists today.

While no significant differences in attitude between superintendents and board members were found, a number of highly significant differences were noted between teachers and the previous two groups. Superintendents did indicate significantly stronger feelings than even board members that bargaining would reduce the power of boards of education in making decisions regarding the operation of the schools. Else reported that superintendents and board members agreed that teacher collective bargaining would reduce job satisfaction for teachers, as well as for themselves. Teachers, on the other hand, felt that collective bargaining would have a positive effect on their job satisfaction. All groups expected that substantially higher salaries and fringe benefits would result from the collective bargaining law.

Finally, Else compared attitudinal responses among

superintendents related to years of experience as superintendents and found the only area in which there was disagreement was that of job satisfaction. The superintendents with less than five years of experience were significantly less inclined to believe that collective bargaining will reduce job satisfaction.

### Role of the Superintendent

The American Association of School Administrators (AASA) first felt the role of the superintendent was to concern himself/herself primarily with his/her concern for the children and provide leadership in developing sound educational policy. AASA also felt superintendents should act as an independent third party in the bargaining procedure. Newby states it this way:

AASA said that the superintendent should review all proposals in light of their effect upon students and work closely with both the board and the teacher representatives to reach an agreement which would be in the best interest of the educational program. Even though in larger school districts he might delegate the role of formal negotiations to an associate superintendent, in no instances should such a responsibility be delegated to a person outside the profession.<sup>1</sup>

At the same time the National School Board Association (NSBA) stated that in some cases it might be wise to use professional

---

<sup>1</sup>Kenneth A. Newby, "Collective Bargaining--Practices and Attitudes of School Management," National School Board Association Research Report, Atlanta Univ., Dec. 1977, p. 17.

negotiators if extreme care is used in their selection.

Since 1968 AASA, NSBA and many more associations are still trying to answer the question: What should the role of the superintendent be in the collective bargaining process?

Most agree that the superintendent should support and advise the board of education, but not sit at the bargaining table.

### Financial Factors

Professional negotiations have placed a strain on school districts' budgets since in most cases the legislatures underestimated the bargaining power the teachers possessed. The legislature passed the laws but at the same time did not appropriate the funds to support what was going to happen at the negotiations table. Cresswell concluded from his research that collective bargaining has had the effect of raising cost for school management. It is estimated that union activities increased the total school district's budget by approximately 9 percent.<sup>1</sup>

Taxpayers are being asked to pay the bills for the increases of teachers' salaries. As school district reserves run out, managers are forced to cut staff, supplies, extracurricular activities and whatever it takes to balance the budget.

---

<sup>1</sup>Cresswell and Simpson, p. 59.

The only alternative to staving off cuts is to ask the local taxpayer to vote yes on special levies that the local district might put up for a vote. Some of the possible levies that could be brought to the voters for approval include: schoolhouse fund (67.5 cents/thousand), capital projects fund, playground fund (13.5 cents/thousand), site fund (27 cents/thousand), and lease-purchase fund (\$1.35/thousand). These types of levies have their limitations in the length of time they are good for, the amount of money they raise, and they are specified for certain reasons. Local boards in Iowa have a small amount of minor levies that they can vote to raise, however most of the boards do not because they are accountable to the public.

Additional problems can arise for school districts in states that find out what their tax source amounts are going to be after negotiations are over. School district budgets are formed based on projections of what Congress and state legislatures appropriate for education. Many times the exact allocation of federal aid, state aid and local assessed valuations are not known until after the fiscal year starts. By then large obligations of funds have been allocated to longevity step increases, automatic contract renewals, and continuation of multi-year collective bargaining master contracts.

The speculative nature of this type of budgeting gives managers reason to be protective of the finances. Without

a finalized settlement, administrators are restricted from working with several budget options. The result can be a detrimental impact on the teacher morale. Teachers do not appreciate the dilemma in which the negotiator is placed. Instead, they look at what transpired in the past and what other school districts are settling for and conclude that they should also get equal increases. Teachers also look at the total budget, that must be published, and deduct that this is the monies that the school district has to bargain with. Few teachers understand that a small part of the budget has not already been allocated prior to the bargaining process.

Shannon expresses it quite well:

The extent to which a collective bargaining agreement is predicated on "blue sky" revenue hopes is a product of the school board negotiator's skill, the superintendent's ability to articulate fiscal realities in a clear and credible way, the school board's capacity for understanding, patience and calmness under fire, as well as carrying out its responsibility to keep the public well informed.<sup>1</sup>

#### Climate for Negotiations

Successful negotiations are not melodramatic. Both parties succeed in agreeing to each other's request. Negotiation is a cooperative enterprise; common interests

---

<sup>1</sup>Thomas A. Shannon, "How to Cope with Collective Bargaining in Times of Fiscal Crisis: A Management Perspective," Journal of Law and Education, 9, No. 2 (1980), 243.

must be sought. Negotiation is a behavioral process, satisfaction of needs is the common goal.<sup>1</sup>

Experienced negotiators recognize the need to establish and build a positive climate between management and employees as well as with the negotiating teams at the table. Successful negotiations are more likely to be experienced if an environment built on trust prevails. If it does not, it may be well to foster such an atmosphere.<sup>2</sup>

There is presently a movement toward a win-win atmosphere at the negotiating table. The purpose of this technique is to negotiate without the usual hostility and still get what is needed. The win-win approach applies practical problem-solving techniques that promote cooperation and understanding.

The cooperative approach to bargaining, one in which both parties gain something, is based on the premise that negotiations take place between human beings. It is essential for the negotiator to exercise a study of man. He must learn and use the information about human behavior in the negotiations process.

---

<sup>1</sup>Gerard I. Nierenberg, The Art of Negotiating (New York: Cornerstone Library, 1968), p. 32.

<sup>2</sup>Myron Lieberman, "The Role and Responsibilities of the Parties in School District Bargaining," Journal of Collective Negotiations in the Public Sector, 10, No. 1 (1981), 96.

Negotiations involve the exchange of ideas between human beings directed toward changing a relationship. One will find a heterogeneous group of individuals grouped together at negotiations table. Individuals with a variety of personalities and emotions will be interacting with each other.<sup>1</sup>

The fulfillment of needs stimulates virtually every type of human behavior. In order to understand the human during negotiations, one must study the broad categories that deal with the essential and the predictable. These will help a negotiator understand the motives behind requests that are made at the table. When we realize that a person's existence is a constant struggle to satisfy needs and behavior is the reaction to reduce "need" pressure we can start understanding how to satisfy people. The goal then is to utilize this knowledge about human needs in cooperative negotiations.

Randles now feels that negotiators know the importance of an acceptable climate but do not practice it. He states it this way:

The most popular mode of negotiations is still distributive, marked by competitive approaches and win-loss strategies. Common sense suggests that the ways in which people get along from day to day will have some bearing on the way they will approach each other in the resolution of their differences in negotiations. School people

---

<sup>1</sup>Nierenberg, pp. 30-34.

have not, generally speaking, made that "common sense" bridge. As a consequence, educators have generally behaved as though day-to-day interpersonal and intergroup relations and negotiations were unrelated.<sup>1</sup>

#### Negotiations in Iowa

Senate File 531, Iowa Public Employment Relations Act, a public sector negotiations bill, was signed into law by Governor Robert Ray on April 23, 1974. The law went into effect on July 1, 1974, with provisions relating to the duty to bargain going into effect July 1, 1975.

Professional negotiations in Iowa's 363 bargaining units have developed steadily since 1975. It has created some new problems. Besides financing the negotiated settlements, the most recent emphasis by the teacher unions is focused on the legislature to persuade them to expand the scope of mandatory items that can be presented at the bargaining table.

The legislators had to consider the effect of expanding the scope of bargaining related to existing law concerning the employee's right to organize and bargain collectively and the employer's right to develop policy and manage. By a narrow margin, the legislature decided not to expand the mandatory subjects of bargaining.

---

<sup>1</sup>Harry Randles, "Toward Further Understanding of Public Sector Negotiations: Attitudes Among School Personnel in New York State," Journal of Collective Negotiations in the Public Sector, 7, No. 4 (1978), 372.



During the intervening year after Senate file 531 went into effect, the newly established Public Employment Relations Board (PERB) was organized. The board consists of three members that are appointed by the Governor, with approval of two-thirds of the Senate. Their authority and duties are: to administer the provisions of the Public Employment Relations Act, to collect data relating to wages, hours, benefits and other terms and conditions of public employment, to maintain a list of qualified persons to serve as mediators, fact finders and arbitrators, to hold hearings, and adopt rules and regulations in accordance with the Iowa Code and to carry out the terms of the Act.

The decisions of P.E.R. Board and the laws the legislature have enacted have had an impact on the management of the schools in Iowa. Many discussions have taken place during the last ten years concerning whether the impact on the schools has been positive or negative.

Prior to 1975 management, which includes boards of education and superintendents, made practically all the decisions. That time period has passed with the action taken by the legislature to give school employees the right to bargain with management. Dr. William Jacobson completed a study concerning this legislation two years after the adoption of the law in Iowa. His findings indicated that teachers and administrators remain polarized in their views toward bargaining. The teachers felt the bargaining law was

beneficial, while the administrators felt it was harmful. The concerns studied by Jacobson included: (1) The impact of bargaining on the daily professional human interaction of teachers and administrators; (2) the nature of the management style practiced by the administration; (3) the impact of the contractual agreement on the development of curriculum and instruction; (4) the impact of the grievance procedure on the communications process; and (5) the rights and responsibilities of the groups.

#### Summary

The research included in this chapter contains several findings that relate to an understanding of collective bargaining in the public schools. These are summarized as follows:

1. Prior to 1962, no board of education in the United States was required to negotiate with its teachers, and only a handful of boards of education had signed written collective bargaining agreements. However, with the advent of the American Federation of Teachers and the National Education Association pushing for collective bargaining agreements, virtually all schools can enter into an agreement.
2. People rationalize; they project; they use displacement; they role play. Sometimes they repress things or react; conform to self-images; and engage

in irrational behavior. The experienced negotiator can look at a person across the table and sense how he/she is acting and what is causing the action.

3. American education is going through a somewhat violent power struggle with respect to how decisions are made and who is going to make them. Boards of education have historically made the decisions, however, by virtue of increased militancy and legal muscle, teachers are gaining decision-making concessions in all areas.
4. One of the most complicated problems in collective bargaining is the delineation of the role of superintendent in the overall negotiations process. Superintendents themselves disagree markedly as to what their role in the negotiations process ought to be.
5. The "master school board" of any state is the state legislature. It has the power to control the destiny of the negotiations process by its enactment of laws governing bargaining especially the "scope of bargaining."
6. Conflict is an interactive phenomenon. Controlling conflict requires commitments from both employee and employer. Neither employee nor employer can accomplish it alone. The most either party to the

conflict can do is adopt an attitude of readiness and signal that attitude with a variety of preference to the other party. After the feedback is monitored in response to the proposals then conflict can be actively reduced.

## CHAPTER TWO

### The Problem

#### Statement of the Problem

This study will concern itself with determining, comparing and contrasting the perceptions of superintendents and elementary principals regarding the implementation of the Iowa Public Employment Relations Act, Senate File 531, since it went into effect on July 1, 1975.

This research centers on changes in viewpoints of the perceptions of public school superintendents and elementary principals since those found by Jacobson in 1977. Dr. William Jacobson completed a study concerning collective bargaining legislation two years after the adoption of the law in Iowa. His findings indicated that teachers and administrators were polarized in their views toward bargaining. The teachers felt the bargaining law was beneficial for themselves and the educational process, while the administrators felt it was going to be detrimental to the educational environment. This study will deal with similar concerns, however, superintendents will represent policy-making personnel and elementary principals will represent policy-execution personnel or front-line administrators.

These concerns include: (1) The rights and responsibilities of the union and management; (2) the effect the grievance procedure has had on the interaction between management and union members; (3) the impact of the master contract on the improvement of instruction and curriculum; (4) the structure of the management style exercised by management; and (5) the effect of negotiations on the daily professional human interaction of management and teaching staff.

#### Hypotheses

The major concern of this study is to examine and compare the attitudes of superintendents and elementary principals regarding the collective bargaining process in Iowa. To provide a framework for this study, the following five null hypotheses are to be addressed:

1. There will not be a significant difference in the attitudes of superintendents and elementary principals toward concerns dealing with the rights and responsibilities of the union and management involved in the bargaining process.

2. There will not be a significant difference in the attitudes of superintendents and elementary principals toward specific concerns dealing with the effect the grievance procedure has had on the interaction between management and union members.

3. There will not be a significant difference in the attitudes of superintendents and elementary principals toward concerns dealing with the impact of the master contract on the improvement of the instructional program and curriculum development under the collective bargaining law.

4. There will not be a significant difference in the attitudes of superintendents and elementary principals toward concerns dealing with the impact of the management style exercised by management under the collective bargaining law.

5. There will not be a significant difference in the attitudes of superintendents and elementary principals toward concerns dealing with the effect of negotiations on the daily human interaction of management and the teaching staff.

## CHAPTER THREE

### Delimitations and Definition of Terms

#### Delimitations

This study will be limited to attitudes of 240 public school district superintendents and elementary principals in 120 separate negotiating public school districts. The random sample was selected from the 363 school districts in Iowa that are involved in negotiations during the collective bargaining process.

Superintendents were selected from the policy-making personnel of the administrative team that usually initiate change.

Elementary principals were selected from the administrative team that has to administer the policy and assume the role as "middle management" or "front line administrators."

The time frame of the attitude data that will be collected in this study is limited to the period of time used to complete the survey. No attempt will be made to make assumptions beyond those perceptions found in the state of Iowa. The attitudes of the people completing the questionnaires may be altered depending on additional experiences of



the respondents.

### Definition of Terms

For the purpose of this project, the following definitions will be used:

Arbitration: A hearing and determination of a dispute or controversy between parties by a person or persons selected by the parties, or appointed under statutory authority.

Certification: A certification of the results of a representation election by PERB. Upon completion of a valid election in which an employee organization received the votes of the majority of the employees voting, PERB shall certify the employee organization as the exclusive bargaining representative of the employees in the bargaining units.

Collective Bargaining: Negotiations looking toward a labor agreement between a public employer and an employee organization.

Collective Bargaining Agreement: The agreement reached between a public employer and an employee organization which embodies the wages, hours, etc., agreed upon in collective bargaining. Ordinarily, the agreement is in writing and is effective for a definite period, not to exceed two years.

Factfinding: The procedure by which a qualified person shall make a written finding of fact and recommendation for resolution of an impasse. Under Iowa law the factfinder is

not restricted to select either the employer's or the employee's position, but may create her or his own position.

Good Faith Bargaining: Bargaining between the public employer and the employee organization in which the parties are required to meet at reasonable times, including meetings reasonably in advance of the public employer's budget making process, and to negotiate with respect to those subjects specified in the Code of Iowa. The obligation to bargain in good faith does not compel either party to agree to a proposal or make a concession.

Grievance: Alleged violation of any provision of the contract. The aggrieved party may be an employee, employees, or the Association.

Impasse: The failure of a public employer and the employee organization to reach agreement in the course of negotiations. A negotiations deadlock.

Mediation: Assistance by an impartial third party to reconcile an impasse between the public employer and the employee organization through interpretation, suggestion, and advice.

Permissive Subjects of Bargaining: Non-mandatory. Parties may negotiate on proposals but are not compelled to do so.

Public Employment Relations Board (PERB): A quasi-judicial board consisting of three members appointed by the

Governor and confirmed by the Iowa Senate with the general power to administer the provisions of PERB.

## CHAPTER FOUR

### Methodology and Procedures

#### Development of the Instrument

The survey instrument is shown in Appendix B. It was developed into two sections. The first section was organized to collect demographic information concerning the superintendents and elementary principals in the study to determine experience, age, district size, and impasse procedures. The second section uses a response scale to determine superintendents and elementary principals attitudes regarding the everyday operation and function of the school under the influence and impact of the collective bargaining law in Iowa.

The second portion of the questionnaire requires responses on a four-point Likert type scale to some thirty attitudinal statements relating to collective bargaining. The instrument uses a scale with a range of one to four. The value and descriptors used for each value are: (1) Strongly Disagree, (2) Disagree, (3) Agree, (4) Strongly Agree. A neutral response (Undecided) will not be used in order to encourage the respondents to state their position on a given statement. This scale is similar to the one Dr.

Jacobson used in his 1977 study.

### Testing the Instrument

The attitude survey will be reviewed by the following persons for review and suggestions:

Kenneth Sand:	Superintendent of Schools Southeast Polk Community School District Runnells, Iowa
Bill Sander:	Chief Administrative Negotiator Southeast Polk Community School District Runnells, Iowa
Roger Mahnke:	Administrative Negotiator Southeast Polk Community School District Runnells, Iowa
Bob Larson:	Elementary Principal Centennial School Altoona, Iowa
Don Prine:	Chief Administrative Negotiator Des Moines Independent School District Des Moines, Iowa
Barry Steim:	Professor Drake University Des Moines, Iowa

### The Selection of the Population

The population selected includes 120 randomly selected superintendents and their respective elementary principals that conduct professional negotiations under the guidelines of PERB and the statutes of the State of Iowa. This sample will be derived from the 363 school districts in Iowa that

negotiate.

### Collection of the Data

Packets including coded questionnaires for both the superintendent and elementary principal will be mailed to 120 professional negotiating public school districts. The superintendents will be asked to give a questionnaire and stamped envelope to their respective elementary principal (middle management personnel) and when completed return the questionnaires in the stamped envelopes provided. Two weeks later, a follow-up letter with another copy of the questionnaire will be mailed to those who have failed to respond. Included with the 240 questionnaires will be a cover letter explaining the purpose of the study.

### Statistical Analysis

The t-test will be used in the analysis of the results in each one of the five categories of the instrument. The t-test is used to determine how likely it is that two mean scores differ by more than chance. The t-value will be determined by using a microcomputer statistics program. The t-value will be analyzed (with respect to degrees of freedom) to determine if the results are significant at the probability level of .05.

Tables will be constructed and presented concerning the returns of the demographic information and then the

attitudes of superintendents and elementary principals. Tables will include the results of the t-test statistic as well as percents.

### Selecting the Categories and Items

Five categories were chosen as representative of the existing attitudes toward negotiated agreements under the collective bargaining law. In each category, specific questions were selected to represent concerns about aspects of negotiated agreements in the participating districts.

The instrument questions were arranged to fit the categories in the following way:

Category	Instrument Questions
1. The rights and responsibilities of the union and management.	4,22,23,24, 26,27,28,30
2. The effect the grievance procedure has had on the interaction between management and union members.	2,7,11,12, 13,25,29
3. The impact of the master contract on the improvement of instruction and curriculum.	1,6,14,16, 17,20
4. The structure of the management style exercised by management.	3,5,18,19
5. The effect of negotiations on the daily professional human interaction of management and teaching staff.	8,9,10,15,21

## CHAPTER FIVE

### The Results

#### Data Analysis

This chapter presents an analysis of the data gathered through an implementation of the research design which was outlined in the preceding chapter. Each null hypothesis is restated, and the statistical findings for each hypothesis are presented in table form and discussed.

Data for this investigation were obtained from two randomly selected groups of administrators from an accessible population. Superintendents who participate in the collective negotiations process with their boards of education are identified as Group I, while elementary principals within each sample district that negotiate collectively are identified as Group II. Group I is composed of 119 superintendents who chose to take part in this study, while Group II is composed of 110 elementary principals who also took part in the study. The statistical t-test of the mean scores was used as the basis for determining whether the differences between each group's responses to perceptions concerning collective bargaining and the educational process are significant. The questionnaires which were used to record the responses of



the superintendents and elementary principals contained thirty questions that required attitudinal responses. The questions were then subgrouped into five related categories. Mean scores for all the questions in each of the five categories were used for comparisons between Group I and Group II.

Table 1 summarizes the current distribution of the 363 negotiating public school districts in Iowa by enrollment and compares the groups to the sample distribution.

Table 1

A Comparison of the Sample Schools and the Current Distribution of School Size and Percentages of the 363 Public School Districts in Iowa that Negotiate Collectively

Group	Size	% That Negotiate	Sample %
1	up to 500	35.9	40.0
2	500 to 749	24.8	24.8
3	750 to 999	12.1	12.0
4	1000 to 1499	9.4	8.0
5	1500 to 1999	6.6	3.2
6	2000 to 2999	4.6	4.0
7	3000 and up	6.6	8.0

Table 2 summarizes the demographic information of the superintendents and elementary principals obtained by the questionnaire concerning the age and experience of the superintendents and elementary principals. This table also summarizes the number of sample schools that have used the mediation, factfinding, or arbitration option during the

last two years. The final portion of Table 2 records the number of school districts surveyed that have hired a professional negotiator in the last two years.

Table 2

A Comparison of the Ages and Experience of Superintendents and Elementary Principals in this Study and the Number of Schools Using Mediation, Factfinding, Arbitration, and the Services of a Professional Negotiator During the Last Two Years

---

Group I: n=119 (Superintendents)  
Group II: n=110 (Elementary Principals)

Ages:

	26-35	36-45	46-55	56-up	Range	Average
Group I	2	39	54	24	33-65	50.8
Group II	17	41	42	10	29-63	44.8

Years of Experience:

	0-5	6-10	11-15	16-20	21-up	Range	Average
Group I	51	28	22	12	6	0-25	8.8
Group II	34	23	21	24	8	0-30	10.7

Negotiation Process Levels (n=119):

Entered Impasse	Mediation	Factfinding	Arbitration	Professional Negotiator
100	100	42	10	70

---

Hypotheses

In order to analyze the relationship between the perceptions of superintendents and elementary principals,

concerning collective bargaining, each hypothesis is restated followed by a brief description of statistical results.

Hypothesis 1--There will not be a significant difference in the attitudes of superintendents and elementary principals toward concerns dealing with the rights and responsibilities of the union and management involved in the bargaining process.

Table 3 summarizes the statistical results of negotiating school district superintendents and elementary principals toward concerns dealing with the rights and responsibilities of the union and management involved in the bargaining process. A statistical significance did not appear when the means were compared for the t-test computation for this set of scores. Therefore, the null hypothesis for Hypothesis 1 was substantiated.

Table 3

A t-Test Comparison Concerning Perceptions of  
Superintendents and Elementary Principals  
Towards the Rights and Responsibilities  
of the Union and Management

	Number of Cases	Mean Score	t-Score	Probability Level (.05)
Group I	119	2.53	.706	< 1.960
Group II	110	2.50		

Hypothesis 2--There will not be a significant difference in the attitudes of superintendents and elementary principals toward specific concerns dealing with the effect the grievance procedure has had on the interaction between management and union members.

Table 4 summarizes the statistical results of negotiating school district superintendents and elementary principals toward concerns dealing with the effect the grievance procedure has had on the interaction between management and union members. A statistical significance did not appear when the means were compared for the t-test computation for this set of scores. Therefore, the null hypothesis for Hypothesis 2 was substantiated.

Table 4

A t-Test Comparison of Superintendents and Elementary Principals Concerns Dealing with the Effect the Grievance Procedure has had on the Interaction Between Management and Union Members

	Number of Cases	Mean Score	t-Score	Probability Level (.05)
Group I	119	2.41	1.167	< 1.960
Group II	110	2.37		

Hypothesis 3--There will not be a significant difference in the attitudes of superintendents and elementary principals toward concerns dealing with the

impact of the master contract on the improvement of the instructional program and curriculum development under the collective bargaining law.

Table 5 summarizes the statistical results of negotiating school district superintendents and elementary principals toward concerns dealing with the impact of the master contract on the improvement of the instructional program and curriculum development under the collective bargaining law. A statistical significance did not appear when the mean scores were compared for the t-test computation for this set of scores. Therefore, the null hypothesis for Hypothesis 3 was substantiated.

Table 5

A t-Test Comparison of the Attitudes of Superintendents and Elementary Principals Toward the Impact of the Master Contract on the Improvement of the Instructional Program and Curriculum Development Under the Collective Bargaining Law

	Number of Cases	Mean Score	t-Score	Probability Level (.05)
Group I	119	2.14	.518	< 1.960
Group II	110	2.17		

Hypothesis 4--There will not be a significant difference in the attitudes of superintendents and elementary principals toward concerns dealing with the

impact of the management style exercised by management under the collective bargaining law.

Table 6 summarizes the statistical results of negotiating school district superintendents and elementary principals toward concerns dealing with the impact of management style exercised by management under the collective bargaining law. A statistical significance did not appear when the means were compared for the t-test computation for this set of scores. Therefore, the null hypothesis for Hypothesis 4 was substantiated.

Table 6

A t-Test Comparison Concerning Perceptions of  
Superintendents and Elementary Principals  
Toward the Impact of Management Style  
Exercised by Management Under the  
Collective Bargaining Law

	Number of Cases	Mean Score	t-Score	Probability Level (.05)
Group I	119	2.29	1.117	< 1.960
Group II	110	2.38		

Hypothesis 5--There will not be a significant difference in the attitudes of superintendents and elementary principals toward concerns dealing with the effect of negotiations on the daily human interaction of management and the teaching staff.

Table 7 summarizes the statistical results of

negotiating school district superintendents and elementary principals dealing with the effect of negotiations on the daily interaction of management and the teaching staff. A statistical significance did not appear when the means were compared for the t-test computation for this set of scores. Therefore, the null hypothesis for Hypothesis 5 was substantiated. It should be noted that the t-value was approaching the .05 significance level.

Table 7

A t-Test Comparison Concerning Perceptions of  
Superintendents and Elementary Principals  
Towards the Effect of Negotiations on the  
Daily Human Interaction of Management  
and the Teaching Staff

	Number of Cases	Mean Score	t-Score	Probability Level (.05)
Group I	119	2.47	1.618	<1.960
Group II	110	2.38		

Table 8 compares the mean scores and t-test value results exhibited by each hypothesis that was obtained by this survey concerning perceptions of superintendents and elementary principals concerning the collective bargaining process and the effect that it has had on the educational process and human interaction within the educational environment.

Table 8

A Comparison of the Mean Scores and the t-Test Comparison  
of the Five Hypotheses Tested in this Survey

Hypothesis	Number of Cases	Mean Score	t-Test Value	Statistical Significance
<u>Hypothesis 1</u>				
Group I	119	2.53	.706	< .05
Group II	110	2.50		
<u>Hypothesis 2</u>				
Group I	119	2.41	1.167	< .05
Group II	110	2.37		
<u>Hypothesis 3</u>				
Group I	119	2.14	.518	< .05
Group II	110	2.17		
<u>Hypothesis 4</u>				
Group I	119	2.29	1.117	< .05
Group II	110	2.38		
<u>Hypothesis 5</u>				
Group I	119	2.47	1.618	< .05
Group II	110	2.38		

#### Summary

The purpose of this project was to determine the perceptions of nine years of collective bargaining on the educational process and human interaction in the educational environment. Since 1960, collective negotiations have been



adopted in hundreds of school districts throughout the nation. Attitudes toward collective negotiations have become increasingly important in the realm of educational administration policy. A review of the literature indicated that the impact of collective bargaining on the educational process and environment are complex matters. Prior research supports the idea that collective bargaining can foster professionalism or place individuals in an adversary climate. Five hypotheses were developed to test the relationships between perceptions of superintendents and elementary principals concerning collective bargaining in Iowa. The findings for each hypothesis will be stated in the latter part of this section.

In order to gather the data pertaining to this study, 120 superintendents and their respective elementary principals (middle management personnel) were asked to participate. The 120 public school districts were randomly selected from the 363 public school districts in Iowa that bargain collectively. A questionnaire was developed to assess the attitudinal responses of the superintendents and elementary principals of each of the selected school districts. The questionnaire was designed to use a four-point Likert type response scale to record the responses. A neutral response (undecided) was not used to encourage respondents to state their position on a given statement.

A packet of material, including a cover sheet

explaining the study, was mailed to the 120 selected school superintendents. The superintendents were asked to give a questionnaire and a return envelope to an elementary principal (middle management personnel) within their school district. A follow-up letter and packet was mailed two weeks later to the districts that did not respond. A total of 99 percent (119) usable responses were received from the superintendents. A total of 92 percent (110) usable responses were received from the elementary principals.

When all data were gathered and recorded, using spreadsheet software, a microcomputer statistics program was used to determine the t-test score for each of the five hypotheses. In all cases, the criterion for significance was set at the .05 level. From the evidence it was found that:

1. There was no significant difference in the attitudes of superintendents and elementary principals toward concerns dealing with the rights and responsibilities of the union and management involved in the bargaining process.

2. There was no significant difference in the attitudes of superintendents and elementary principals toward specific concerns dealing with the effect the grievance procedure has had on the interaction between management and union members.

3. There was no significant difference in the

attitudes of superintendents and elementary principals toward concerns dealing with the impact of the master contract on the improvement of the instructional program and curriculum development under the collective bargaining law.

4. There was no significant difference in the attitudes of superintendents and elementary principals toward concerns dealing with the impact of management style exercised by management under the collective bargaining law.

5. There was no significant difference in the attitudes of superintendents and elementary principals toward concerns dealing with the effect of negotiations on the daily human interaction of management and the teaching staff. However, the t-test score for Hypothesis 5 was approaching the .05 significance level.

### Conclusions

This section states the conclusions reached after reviewing previous research, literature, and a statistical analysis of the data collected in this study. The following conclusions have been drawn. It should be repeated that this study was limited to 120 public school superintendents and 120 of their respective elementary principals in 120 separate public school districts in Iowa. The time frame of the attitudinal data that were collected in this study was

limited to the period of time used to complete this study.

The analysis of the data that was gathered with the questionnaires revealed no significant differences exist between the perceptions of negotiating superintendents and their elementary principals. Those comparisons were made in an attempt to determine if there was a difference in the perceptions of superintendents and elementary principals concerning the effect of collective bargaining on the educational process and human interaction. The findings indicate that participation in collective negotiation affects, directly or indirectly, the entire administrative team. The null hypothesis for each of the five hypotheses was substantiated.

### Implications

The hypotheses of this study were based on the assumption frequently held by some school administrators that collective bargaining is of little value to the education profession. The findings would seem to indicate the rights and responsibilities of management are well defined and operational.

Collective bargaining allows the rights and responsibilities of the union members and the management to be examined in light of the negotiated agreement. Collective bargaining within the limits of the negotiated agreement enhances dialogue and interaction, thereby increasing the possibility of both positive and negative

influences. Unionization increases the opportunity for conflict situations between union members and management.

The master contract can influence a school district's curriculum by allowing staff and administration to have an impact on current goals and future directions. The school boards across Iowa will be influenced by the negotiated agreement when addressing any curriculum change in light of the scope of bargaining.

Management and leadership styles are molded, in part, by the negotiated agreement. Administrators must operate within the confines spelled out in the master contract. The master contract exerts pressures on administrators when dealing with the staff. This pressure or influence may be executed consciously or unconsciously depending on the type of situation and factors known at any given time. Interaction between a unionized staff and management could differ from that of a non-unionized staff and their management.

Conflict is an interactive phenomenon. Controlling conflict requires commitment from both employee and employer. A professional atmosphere must be present if conflict is to be controlled.

Despite suggestions from numerous experts that the superintendent should not sit at the bargaining table, many of the schools chose to have the superintendent function as the chief negotiator for the school board. This practice

could influence interpersonal relations between staff and administration. Adversary conditions could carry over to the educational environment.

Collective negotiation can be viewed as a tool by which administrators are involved in shared decision making of importance both to individuals and to society. Negotiations, at least in the formal sense, is an expression of one strategy to achieve professional goals. Both management and labor could be encouraged to improve the negotiations process to utilize this phenomenon to its greatest potential.

#### Recommendations

Further research is strongly recommended. More research is warranted to find out as much as possible about the perceptions of administrators concerning the implementation of the negotiated agreement. The area of human interaction is an area of concern that could be enhanced to improve communication skills among professionals in education. The researcher feels that this study could be repeated and should include secondary principals, secondary teachers, and elementary teachers. A comparison of these groups could possibly give a more precise view of human interaction within the educational setting and any influences of the negotiated agreement.

## BIBLIOGRAPHY

## BIBLIOGRAPHY

### Books

- Nierenberg, Gerard I. The Art of Negotiating. New York: Cornerstone Library, 1968.
- Rubin, Jeffery Z. The Social Psychology of Bargaining and Negotiation. New York: Academic, 1975.
- Ruetter, Edmund E., and Robert R. Hamilton. The Law of Public Education. New York: The Foundation Press, Inc., 1976.
- Strauss, Anselm L. Negotiations. San Francisco, CA: Jossey-Bass, 1978.
- Vockell, Edward L. Educational Research. New York: Macmillan, 1983

### Articles

- Blumberg, Arthur, Marilyn Brannigan, and David Nason. "Administrative Power and Collective Bargaining in the Schools." Journal of Collective Negotiations in the Public Sector, 4, No. 10 (1981), 327-35.
- Carlton, Patrick W., and Richard T. Johnson. "Collective Bargaining and Virginia School Board Members: Perceptions and Prognoses." Peabody Journal of Education, 2, No. 57 (1980), 110-18.
- \_\_\_\_\_. "Teacher-Board Relations in Virginia: A Case of Perceptual Discontinuity." Journal of Collective Negotiations in the Public Sector, 3, No. 10 (1981), 267-78.
- Cresswell, Anthony M., and Daniel Simpson. "Collective Bargaining and Conflict: Impacts on School Governance." Educational Administration Quarterly, 3, No. 13 (1977), 49-69.
- Day, Richard. "A Review of the Current State of Negotiated Order Theory." Sociological Quarterly, 4, No. 18 (1977), 126-42.



Lieberman, Myron. "The Role and Responsibilities of the Parties in School District Bargaining." Journal of Collective Negotiations in the Public Sector, 10, No. 1 (1981), 95-103.

\_\_\_\_\_. "Understanding the Rhetoric of Collective Bargaining." The American School Board Journal, Aug. 1977, pp. 52-65.

Newby, Kenneth A. "Collective Bargaining--Practices and Attitudes of School Management." National School Boards Association Research Report, Atlanta Univ., Dec. 1977, pp. 12-19.

Randles, Harry. "Toward Further Understanding of Public Sector Negotiations: Attitudes Among School Personnel in New York State." Journal of Collective Negotiations in the Public Sector, 7, No. 4 (1978), 369-80.

Rees, Richard T., and Richard J. Carpenter. "A Decision-Making Model for Collective Bargaining." Planning and Changing, 2, No. 11 (1980), 51-58.

Shannon, Thomas A. "How to Cope with Collective Bargaining in Times of Fiscal Crisis: A Management Perspective." Journal of Law and Education, 9, No. 2 (1980), 243-49.

Thompson, Gary A., and Russell H. Ziemer. "Impact of Collective Bargaining on Curriculum-Instruction." National School Boards Association Research Report, Atlanta Univ., Dec. 1975, pp. 43-61.

#### Other Sources

Abel, William B., and Albert Lynd. Collective Bargaining in Public School Education. ERIC ED 172 363, 1978.

Bartlett, Larry. School Laws of Iowa. Des Moines: State of Iowa, 1983.

Cooper, Bruce S. "Collective Bargaining, Strikes, and Financial Costs in Public Education: A Comparative Review." Eugene, Ore., Univ. of Oregon, 1982. (ERIC Clearinghouse on Educational Management).

Else, Harlan E. "Iowa Teachers, Superintendents, and Board Members Expected Outcomes of the Iowa Public Employment Relations Act." Diss., Iowa State Univ., 1977.

Jacobson, William C. "Perceptions of the Impact of Collective Bargaining Legislation on the Larger Public Schools in the State of Iowa." Diss., Univ. of Iowa, 1978.

Johnson, Richard T., and Patrick W. Carlton. Virginia School Board Members and Collective Bargaining: An Assessment of Attitudes. Blackburg: Virginia Polytechnic Institute and State University, 1978.

Russ, James A. "An Analysis of the Relationships which Exist Between Teacher Professionalism and Collective Negotiations." Diss., Vanderbilt Univ., 1982.

Webster's New World Dictionary of the American Language. College Edition. New York: World Publishing, 1968.

APPENDIX A

CONTACT LETTER TO SUPERINTENDENTS

Dear Superintendent:

Through the College of Education, Drake University, I am conducting an attitudinal survey concerning the operation of a random sample of professional negotiating school districts in Iowa. This study will attempt to distinguish attitudes of superintendents and elementary principals (middle management) toward the collective bargaining law.

In order to collect the necessary data for this survey, the enclosed questionnaire was developed and approved. You are now being asked to participate in this survey by completing one of the enclosed questionnaires and requesting that your elementary principal (middle management person) do the same. After each questionnaire has been completed, please return them in the separate envelopes provided.

Your responses will remain confidential and all data collected will be studied as group data.

Thank you very much for your assistance in this important survey.

Sincerely,

Stephen N. Miller  
Researcher, Drake University

Administrative Assistant  
Southeast Polk Community School District

Dr. James Halvorsen  
College of Education  
Department Chair  
Drake University

APPENDIX B

THE INSTRUMENT

## Collective Bargaining Questionnaire

This survey is being conducted under guidelines established by Drake University. The participants will receive the results of this survey upon request. CONFIDENTIALITY is guaranteed; your name will not be associated with your answers. Questionnaires are coded only for follow-up purposes.

Please check the appropriate responses:

- A. What is your position in your school district?  
\_\_\_\_ Superintendent of Schools  
\_\_\_\_ Elementary Principal (middle management)
- B. How many years have you been at your current position?  
\_\_\_\_\_
- C. School district enrollment (K-12 : \_\_\_\_\_
- D. Are you: \_\_\_\_\_ Male \_\_\_\_\_ Female
- E. Your age: \_\_\_\_\_
- F. Do you have children attending school? (K-12)  
\_\_\_\_ Yes \_\_\_\_ No
- G. Has your school district entered impasse procedures with the teachers' organization in the last two years?  
\_\_\_\_ Yes \_\_\_\_ No
- If yes, at what level of the impasse procedure did you settle?  
\_\_\_\_ Mediation  
\_\_\_\_ Factfinding  
\_\_\_\_ Arbitration
- H. Has your school district hired an outside head negotiator to conduct your negotiations with the teachers?  
\_\_\_\_ Yes \_\_\_\_ No

## Collective Bargaining Questionnaire

Directions: For the purpose of this survey it is necessary for an attitude to be stated in terms of "agree" or "disagree" values.

Please respond to ALL statements on an individual basis by placing a circle around the value number that you consider the BEST indicator of your current attitude.

4=Strongly Agree, 3=Agree, 2=Disagree, 1=Strongly Disagree

- |         |   |
|---------|---|
| 4 3 2 1 | 1. The negotiated agreement has resulted in teacher input into the curriculum development process in the school district.   |
| 4 3 2 1 | 2. Compared to the "meet and confer" negotiations method, the present bargaining procedures have provided an improved structure in which to conduct negotiations. |
| 4 3 2 1 | 3. The school district has provided channels, other than the negotiations procedure, for an individual or group input into district policy development.           |
| 4 3 2 1 | 4. The negotiated agreement has improved the quality of the evaluation process of classroom instruction in the district.  |
| 4 3 2 1 | 5. The negotiated agreement has resulted in teachers assuming more responsibility in the school district's policymaking process.                                  |
| 4 3 2 1 | 6. The negotiated agreement has diminished the teacher's academic freedom in determining instructional material.  |
| 4 3 2 1 | 7. The negotiated agreement has resulted in teachers becoming indifferent in communicating with parents and students concerning matters that affect students.     |
| 4 3 2 1 | 8. As a result of the collective negotiations law in Iowa, the professional standing of teachers has diminished in the community.                                 |
| 4 3 2 1 | 9. The negotiated agreement has improved the daily "human interaction" between the principal and the teachers in the operation of the school.                     |

- 4 3 2 1 10. The collective negotiations process has caused the general public to view the teaching profession the same as other unions.
- 4 3 2 1 11. The negotiated agreement grievance procedure has made it easier for both sides to resolve problems that arise in the daily operation of the school.
- 4 3 2 1 12. The negotiated agreement procedure has reduced cooperative, inter-staff relationships.
- 4 3 2 1 13. The negotiated agreement has made it more difficult for administrators and teachers to use cooperative approaches in solving educational problems at all levels.
- 4 3 2 1 14. The negotiated agreement has reduced the funds available for the purchase of classroom materials in the district.
- 4 3 2 1 15. The negotiated agreement has improved the "professional image" of teachers with the administration.
- 4 3 2 1 16. The negotiated agreement has improved the process of determining the assignments of classroom teachers.
- 4 3 2 1 17. System-wide curriculum guides still prevail as the current approach to curriculum development.
- 4 3 2 1 18. The negotiated agreement has changed the management style in the school district in that interpersonal relations between the staff and the building administration have improved.
- 4 3 2 1 19. Negotiated agreements generally do not create much interference for supervisors in fulfilling their responsibilities.
- 4 3 2 1 20. The negotiated agreement has improved the teacher evaluation process.
- 4 3 2 1 21. If principals had their own negotiating unit and bargaining process, it would harm the relationship of the principal and the staff in the building.



- 4 3 2 1 22. The threat of legal action or P.E.R.B. action by either party has forced compliance with the negotiations law.
- 4 3 2 1 23. The negotiated agreement has hindered the administration in performing its management duties with the school district's teachers.
- 4 3 2 1 24. The "limited scope of negotiations," restricts negotiations to wages, hours and specific working conditions as cited in the law has been beneficial to both sides in the negotiations process.
- 4 3 2 1 25. Teachers' attempts to broaden the scope of negotiations by bringing items to the table that were not mandated by the law, court decisions, or P.E.R. Board rulings, have harmed the negotiations process.
- 4 3 2 1 26. The negotiated agreement has prevented teachers from exercising their personal rights, such as academic freedom and involvement in political and social activities outside of school.
- 4 3 2 1 27. The negotiated agreement reliance on seniority as a main consideration in the development of a staff reduction clause has hampered the educational climate in the district.
- 4 3 2 1 28. The "limited scope of negotiations" has been beneficial to teachers in the performance of their duties.
- 4 3 2 1 29. The negotiated agreement has increased the participation of principals in the district's decision-making process.
- 4 3 2 1 30. The negotiated agreement should affirm the school board's right to maintain final responsibility in determining which materials will be used for the classroom.

Thank you for your time and consideration. Please return in the envelope provided.

Stephen N. Miller  
12534 S.E. 23rd Avenue  
Runnells, Iowa 50237

APPENDIX C

FOLLOW-UP LETTER

Dear Colleague:

Two weeks ago you received a "Collective Bargaining Survey" like the two enclosed. If you and your elementary principal (middle management person) have completed and returned the two sent earlier, please disregard this letter. If not, we would really appreciate you and/or your elementary principal spending a few minutes necessary to complete this questionnaire.

Because of the impact the results might have, it is very important that each selected person responds. Your responses will remain confidential.

Thank you for your cooperation in this study.

Sincerely,

Stephen N. Miller  
Researcher